

ANNEXURE.

PART II.

GENERAL AND REVENUE SECRETARIAT.

169. The following statement shows the variations in expenditure on "Salaries" and "Establishment" of the General and Revenue Secretariat Offices in a period of 15 years (which has been taken for a survey of the growth of expenditure in the Audit Office in Part I). I have adopted likewise the estimates based on sanctions as a more suitable guide than actuals, for effecting a comparison of the present scale of expenditure in the Secretariat with that which existed at the commencement of the period. The figures pertain not only to the General and Revenue Secretariat proper but also to the Associated offices, the expenditure relating to which has been shown separately in the later years.

In lakhs of rupees.

	1918-19	1919-20	1920-21	1930-31	1931-32	1932-33
12. GENERAL ADMINISTRATION.						
4. CIVIL SECRETARIAT.						
Salaries ...	1.53	1.74	1.59	1.27	1.03	1.06
Establishment, including Central Recruitment Board ...	2.23	2.39	2.60	2.71	2.67	2.50
Total ...	3.76	4.13	4.19	3.98	3.70	3.56
ASSOCIATED OFFICES.						
3. Legislative Council, Representative Assembly.—						
Salaries ...	...	...	...	.12	.13	.05
Establishment ...	...	...	...	.12	.12	.12
Total ...	...	...	...	.24	.25	.17
Publicity Office.—						
Salaries ...	...	...	...	...	...	.03
Establishment ...	...	...	...	.05	.06	.03
Total ...	...	...	...	.05	.06	.06
6. Inspector of Office Systems, etc.—						
Salaries ...	...	...	...	.01	.01	...
Establishment ...	...	...	...	.05	.06	...
Total ...	...	...	...	.06	.07	...
7. Kannada Translator.—						
Salaries ...	...	...	...	.04	.04	.05
Establishment ...	...	...	...	.10	.10	.09
Total ...	...	...	...	.14	.14	.14
Local Service Examination Office.—						
Establishment ...	.01	.01	.03	.03	.03	.03
Total ...	.01	.01	.03	.03	.03	.03
Stores Purchase Committee.—						
Salaries ...	...	...	...	.07	.07	.07
Establishment ...	...	...	...	.08	.08	.08
Total ...	...	...	...	.15	.15	.15
Exhibition Office.—						
Establishment ...	...	...	...	...	...	.03
Salaries Total ...	1.53	1.74	1.59	1.51	1.28	1.26
Establishment ...	2.24	2.40	2.63	3.14	3.12	2.88
Total ...	3.77	4.14	4.22	4.65	4.40	4.14

170. During this period, the Secretariat Establishment (proper) has undergone five revisions, viz., in 1921, 1922, 1925, 1929 and 1931.

Owing to financial stringency, the first reorganisation effected a saving of about Rs. 33,000 per annum in the total cost of the Secretariat at the time (gazetted, non-gazetted and menial staff).

In the Government Order of 25th July 1932, further reductions aggregating Rs. 24,056 were sanctioned, the net saving under officers and non-gazetted establishment being Rs. 15,400 and Rs. 8,656, respectively.

The need for improving the pay and prospects of the ministerial establishments of the General and Revenue Secretariat having been felt in 1925, sanction was accorded to the following revised scale which resulted in reducing the number of reserve hands by five and also the cost by about Rs. 224 per annum :—

Superintendents—I Division	6	200—10—250
Do —II Division	6	150—10—200
First Division Clerks (including 3 Reserves)	60	40—5—100—6—130
Senior Steno-typists	12	40—5—100—6—130
Second Division Clerks (including 3 Reserves)	55	30—3—60—5—80
Junior Steno-typists (6), typists (13) and setters (2)	21	30—3—60—5—80
Total	160	cost Rs. 13,554 per mensem

When a separate office was formed for the Central Recruitment Board work in October 1927, 6 hands consisting of 1 Second Grade Superintendent, 3 First Division Clerks, 1 Second Division Clerk and 1 Typist were transferred to that office and the establishment of the General and Revenue Secretariat proper comprised 154 officials costing Rs. 12,978 per mensem. But under the revision sanctioned later in the Government Order of 2nd July 1929, the staff was increased to 160 including a leave reserve of 14, involving a total cost of (Rs. 13,198½ plus 1,088½) Rs. 14,286½ per mensem, i.e., an increase of Rs. 1,308½ per mensem or Rs. 15,704 per annum.

Finally, on the recommendation of the Retrenchment Committee which reported last year, sanction has been accorded to the retrenchment of the clerical staff by 8 hands. (Six First Division Clerks and 2 Stenographers.) This reduction does not seem to have been given effect to, owing to the existence of supernumerary hands in the Secretariat.

171. The present (sanctioned) staff of the Secretariat (proper) now consists of 154 hands detailed as follows :—

Superintendents—I Grade	6	200—10—250	One post kept vacant against the Assistant Secretary, Economic Conference (Mr. Kantam) Pay Rs. 250.
Do —II Grade	6	150—10—200	
Clerks First Division	56	(40—5—90—6—150)	After the absorption of 8 hands retrenched
Do Second Division	58	(30—3—60—5—100)	
Stenographers Senior	11	(40—5—90—6—150)	
Do Junior	4	(30—3—60—5—100)	
Typists	11	(do do)	
Setters	2	(do do)	
Total	154	Rs. 16,609	

The provision made in the Budget for this establishment is Rs. 16,619 per mensem as against the average cost of Rs. 14,286½ per mensem sanctioned for 160 hands in 1929.

(This shows that the financial average is no safe guide for assessing the actual cost of the reorganisation on a time-scale pay.)

172. The position of the General and Revenue Secretariat (with the associated offices) as it now stands after the several reorganisations sanctioned since 1920, and the retrenchments effected in pursuance of the economy measures instituted may be generally gathered from the following figures:—

Particulars	1920-21		Particulars	1932-33		Increase or Decrease		Remarks	
	No.	Annual cost		No.	Annual cost	No.	Cost		
GAZETTED OFFICERS.									
Secretaries	4	Rs.	Secretaries	4	Rs.		Rs.	Reduction due to re-trenchment.	
Assistant and Under Secretaries.	7		Under and Assistant Secretaries.	5					
Special Record Officer	1		Assistant Secretary, Law Section.	1*					
Registrar	1		Registrar	1					
Probationary Assistant Commissioners.	2								
Private Secretary to Dewan...	1		Private Secretary to Dewan.	1	1'26 lakhs.	2		*New appointments.	
Personal Assistant to Dewan.	1		Private Secretary to His Highness the Yuvaraja.	1					
Assistant Private Secretary to Dewan.	1	1-59 lakhs.	Translator	1*					
Private Secretary to Extraordinary Member of Council	1		Chief Reporter	1*					
Efficiency Audit Officer	1		Assistant Secretary, Economic Conference.	1*					
Assistant Director of Statistics.	1		Secretary, Stores Purchase Committee.	1*					
Assistant Commissioner for Gazetteer work.	1		Total	17		-5	-38		
Total	22								
NON-GAZETTED ESTABLISHMENT.									
Secretariat proper (permanent).	182		Secretariat Proper	157					
Temporary	18		Central Recruitment Board.	8					
Efficiency Audit Office	7		Representative Assembly and Legislative Council	7					
Financial Secretary's Establishment.	3		Publicity Office	4					
Finance Committee's Establishment.	1		Secretary, Stores Purchase Committee	10					
For Mysore Gazetteer revision.	4		Exhibition	2					
For Special Assistant Commissioner for Mysore Gazetteer revision.	2		Translation	7					
Establishment for compilation of rules and notification.	6		Local Service Examination Office	3					
Dasara and Representative Assembly Section.	4								
Local-Self Government Establishment.	2								
Establishment of Members of Council.	3								
Blue Book Journal	1								
Malnad Improvement	1								
Gardens Section (Accountant).	1								
Advertisement Clerk	1								
Food Section	3								
Local Service. Examinations.	2								
	241	2-18		198	2-44	-43	+26		
Inferior Establishment	309	44		245	44	-64	...		
Total	572	2-62		460	88	-112	-07		

173. From the above review, it will be seen that while there have been reductions in all grades of establishment and decrease in cost also under salaries, expenditure on non-gazetted establishment has comparatively risen. And this increase is mainly due to the improvement in time scale of pay sanctioned to the entire subordinate staff.

Establishment, scale of pay and recruitment.

174. Prior to 1914, the Secretariat clerical service was divided into three grades, the last of which carried a salary of 30—4—50. Only graduates were eligible for recruitment to any grade. Owing to the unwillingness of graduates to enter service in the last grade (and on the minimum pay admissible as per rules), and the difficulty felt in securing suitable recruits, it was considered economical to split up the service into two divisions, the First Division comprising the case workers and the Second, those engaged on the more or less mechanical items of work, such as Diarising, File Registering, Despatching and Recording, for which the entertainment of a graduate (on the rate of pay demanded at the time) was a waste of public funds.

The pay of the Upper Division Clerks was fixed at 40—5—100 and that of the lower, at 25—2—65. These grades have since been improved and now stand as under—

First Division 40—5—90—Efficiency bar—6—150

2 years

Second Division 30—3—60—Efficiency bar—5—100

2 years

175. Economic conditions have materially changed during the last few years and unemployment among the University graduates has become a live problem. It would, in my opinion, be advantageous to put graduates even on mechanical items of work, so that much of those as are not fully occupied in such business might also be given some more intelligent work in addition. Conversely, case workers not fully employed may be entrusted with file registering. An arrangement of this kind is actually in vogue in some branches and it may be extended as far as possible.

176. In Madras, the Secretariat clerks are placed in two Divisions—Upper (70-175) and Lower (40-80). But I understand from the published reports in newspapers that it has been decided to amalgamate the two divisions and to fix the minimum pay of the new combined division at Rs. 30. Overlapping grades, especially when men are drafted from the lower to the upper division, cause not a little inconvenience besides enhancement of cost as will be seen from the figures given on page 3. On grounds of economy chiefly and of reducing work, to some little extent; besides, in administration, preparation of pay bills, etc. I would suggest that in place of the existing two divisions, there may be one combined service for clerks on a suitable time scale with proper safeguards for steadying the growth of expenditure.

The starting pay may be fixed at Rs. 30 as in the case of the present Second Division and provision may be made for the Senior Clerks rising up to Rs. 150 if found efficient. The period of probation for a new entrant may be fixed at two years. Within this time the recruits should qualify themselves for confirmation when they may be given Rs. 40 in a time scale of pay. The annual incremental scale may be replaced by the triennial increment system. An increment of Rs. 10 for every three years may be allowed up to Rs. 90. An efficiency bar may, however, be put in at Rs. 60 stage (as at present in the Second Division) increments beyond which may, as a rule, be granted only to those who are fit to be entrusted with case work.

To steady the cost in the higher stages, it is necessary to have another efficiency bar at Rs. 90 (as in the present First Division) and permit the grant of future increments in the time scale to those who pass it, but subject to the additional condition that the total number of Senior Clerks may not exceed one-fourth of the total sanctioned number in the clerical service.

177. The financial effect of the present and proposed scales (average cost of which is practically equal) will be seen at a glance from the following comparative statement of the establishment of the Secretariat (proper):—

Present Scale	Average cost	Total		Proposed Scale	Average cost	Total	
		No.	Average cost			No.	Average cost
I DIVISION. Rs. 40-5-90-2-6-150 ...	Rs. 95	67	Rs. 6,365	{ Rs. 30-40/2-10-3-90-6-150	Rs. 81 (actual average.)	142	11,502
II DIVISION. Rs. 30-3-60-2-5-100 ...	67	11,875	5,050				

178. Under the present grading, a recruit starting as a First Division Clerk may be expected to reach the maximum pay (Rs. 150) in 23 years including two years' probation and two years' in efficiency bar; while the maximum pay of Rs. 100 will be reached by a Second Division Clerk in 21 years. Under the proposed combined scale, a recruit will after passing the first efficiency bar reach 90 in 17 years from entertainment and if permitted to pass the second, become eligible to draw Rs. 150 in another ten years. As further, it is proposed to limit the number of Senior Clerks to one-fourth the total strength, the revision will surely have the effect of steadying the cost.

Out of the total number of 67 Clerks and Steno-typists in the First Division, there are at present 44 men drawing pay over Rs. 90.

Under my scheme, one-fourth of 142, i.e., about 36 persons will be eligible for drawing emoluments as Senior Clerks. I think it may be possible to introduce the new scale without prejudice to existing incumbents in either division.

I do not propose any change in the scales of pay of Superintendents.

179. In Part I, I have suggested that only graduates may be recruited in the Comptroller's Office for some years to come. It is desirable that the same rule be adopted in the Secretariat also both for special and general vacancies except in regard to those to be recruited as Steno-typists or Typists for whom special (technical) qualifications are prescribed.

Change in methods of work.

180. The office procedure introduced in 1904, after a detailed study of the working of the Government of India Secretariat Departments, has been in force for all these years with practically few changes. The system has been well understood and established and I have only a very few useful suggestions to offer. Under the present organisation, the office is divided into a number of branches and each branch is self-contained and responsible for the handling of papers in all stages commencing from the receipt to the final recording stages.

181. Quite recently, an innovation with a view to secure economy has been made and a general typing section has been constituted. This arrangement has the merit of equalising the work of all the typists and securing maximum efficiency, and appears to be an improvement over the old method.

I have examined whether this arrangement could not be developed.

The despatching work in the branches is also of a mechanical nature and of varying quantity. Generally speaking, it should lead to economy of labour and stationery if a general issue branch be formed and the work of the despatcher in each branch is also centralised under one agency. I have consulted some of the working hands who seem to think that the arrangement is feasible.

182. The scheme that I would suggest for consideration is as follows:—

The proposed Issue branch will comprise the Type-writing Clerks, the Despatchers, including the General Despatchers and the Multigraph Section. A qualified Superintendent may be placed in charge of it under the Registrar for the proper distribution among the several clerks, of papers received for issue, for these papers being promptly dealt, and for the correctness of the work of the clerks.

No paper should ordinarily be retained in the Issue branch for more than a day. The Superintendent should bring to the notice of the Branch Superintendent or the Registrar all cases in which compliance with this rule is not practicable.

It will be the duty of the Superintendent to have the fair copies signed by the respective officers and issued to the despatchers with the connected cases.

The despatch sheets may be maintained separately for each branch, but if there are several papers for issue to the same officer on the same day (from whatever branch) they may, if possible, be enclosed in one cover, so as to save scriptory work and stationery. A pigeon-holed desk may be supplied to each despatcher for sorting.

Before despatching a paper, the despatcher should, of course, see to the instructions contained in the original draft and requiring attention by him. After despatch the connected cases will be returned to the branches concerned for necessary further action.

There are at present 12 men engaged (mostly wholtime) in the branches, besides the two General Despatchers, and those attending to similar work in the Associated Offices.

Under the proposed arrangement which appears to me to be quite workable, I expect that it would be possible to reduce the number of despatchers by at least three hands and also minimise the consumption of stationery.

183. Some objections that may be offered against the proposal are examined in the following paragraph:—

Under the existing procedure, fair copies of the approved drafts will generally be compared by the case worker concerned before they are sent for signature and after they are returned duly signed they will be once more examined by him and then handed over to the file register keeper for a serial being given and passed on to the despatcher for issue. The responsibility of the case worker thus continues up to the actual issue stage. But under the proposed scheme, the case worker's responsibility as well as that of the Superintendent in charge of the Branch will cease when the approved draft is sent to the Issue branch.

The responsibility on the Superintendent in charge of the Issue branch will be heavy. And if he is not very efficient and alive to his responsibilities, the system will break down. If delay occurs in the Issue branch, the branch will not be able to prevent it. It is not likely that urgent correspondence will receive as much attention under the new arrangement as under the existing one.

I do not think there is much force in these objections or that any of them is insuperable. Comparing of fair copies by case workers does not appear to me to be indispensable. Examiners in the Issue branch may be trusted to safeguard public interest under the supervision of the Superintendent. Confidential and Demi-official papers may continue to be issued from the branches concerned. The proposal does not affect the Confidential Branch or the Dewan's Office, where the existing arrangement will continue. There is no reason to suppose that the despatch of papers will be delayed in the Issue branch, if the work of that branch is properly organised and controlled. The scheme is well worth a trial as it is likely to afford scope for an equal distribution of work among the men and to result in economy of labour and material besides.

184. The General Purposes Sub-Committee (of the Retrenchment Advisory Committee) which went into the question of Government of India Secretariat Organisation, and proposed reduction in the number of officers suggested (*vide* Report page 10, Part II, December 1931) *inter alia* that the ministerial work in connection with 'cases' should be under the disciplinary supervision of assistants in charge of distinct groups. The arrangement that exists here is more or less similar to what has been recommended by that committee. The ministerial head of a branch who is styled Superintendent is responsible for the whole work of the branch including case work and I think the procedure is all right and may continue, subject to the modification proposed by me for being tried as an experimental measure.

185. From the general examination of work in the branches that I have been able to make, I am led however to infer that the present distribution is somewhat uneconomical and that it may be possible to relieve the 'case' workers of some mechanical items of work and entrust to the register-keepers some routine and simple case work.

186. The method of business seems also to afford scope for improvement. There is evidently too much 'noting.'

Para 138 of the Manual reads as follows:—

"It shall always be assumed that the papers under disposal will be read by each officer dealing with the file. Consequently, no paraphrases are permitted in noting. Verbatim extracts from the papers under disposal should also be avoided except when needed for purposes of argument. The notes should not be verbose or unnecessarily long but should be concise, clear and accurate and should be confined to:—

- (1) pointing out any patent error of fact or "defect in reasoning occurring in the paper under disposal;
- (2) inviting reference to any law, rule, precedent, previous order or parallel case which may be applicable to paper under disposal;
- (3) indicating the procedure, if any, prescribed in respect of the disposal or the subject matter such as financial consultation, treating as Council case, consultation of other departments; and
- (4) enumerating the points for orders.

When a draft prepared under Article 132 is in the file, the note should not repeat the contents of the draft." It has also been laid down that no letter should be submitted for the orders of an officer with more than one note from the office. These rules are often violated.

Then again it is observed that drafts often of a simple nature conveying orders passed clearly and definitely on the files are submitted to the Secretaries for perusal before issue. The Under and Assistant Secretaries may be asked to assume their due sense of responsibility.

Scrutiny of proposals in departmental offices.

187. A frequent cause of much unnecessary and dilatory correspondence is the submission of proposals in an incomplete form by Heads of Departments. For example in the case of a proposal involving new expenditure, a source to meet the cost is very often not pointed out, or all the information required for a proper understanding of the case is not furnished, so that much avoidable correspondence has to be entered into. Matters which could be settled by them in communication with the Comptroller, for instance, are taken up to Government. If therefore, Heads of Departments were advised to see that all proposals emanating from their offices were submitted to Government in as complete a form as possible, after consultation with the concerned officers, a good deal of unnecessary correspondence could be avoided. Their attention may be drawn to the instructions contained in the Standing Orders reproduced in Articles 103, 104, 106 and 114 of the Manual of General Circular to Standing Orders.

188. Another means for simplification of work is the direct submission of cases by the Under or Assistant Secretaries to the Government Member in charge of the portfolio without the file passing through the concerned Secretary where the matter is not of a controversial or delicate nature and does not need the views of the Secretary being placed on record. This procedure has long been in vogue, but in varying degrees at different times depending on personnel. The working of this arrangement may easily be systematised.

As the Tappal is seen by the Secretary every day, it does not take extra labour to note by means of a rubber stamp that the specified papers should be submitted to him. In other cases also where owing to their importance, difficult nature or for other reasons, the Assistant Secretary considers it necessary to approach the Secretary, the files may pass through him.

189. But there is one important aspect to be examined in respect of this arrangement.

If a reference is sufficiently important to come up to Government and be submitted to the Member in charge for orders, he would naturally wish to have, before arriving at a decision, the responsible opinion of a senior Secretariat Officer, namely, the Secretary in charge. And direct submission by a subordinate Secretariat Officer may be held to be not sound in principle. There is a good deal of force in this criticism, which leads me on to the subject of decentralisation.

Under the Council Rules of Business, the Secretaries in the Departments concerned have been invested with powers of disposal in cases of a 'Routine' nature. I think that in most of the cases (except where the Law requires the sanction of Government, e.g., in Land Acquisition cases and no change can be effected unless legislation is undertaken), reference to the Secretariat may be avoided and the work of the Secretaries reduced, by delegating powers to Heads of Departments. Theoretically it may be possible and indeed desirable to go further in the matter of decentralisation and thus reduce the work of the Members of the Government also. But, to what extent this is practicable in the public interest, especially at a time when restrictions are imposed on Heads of Departments as emergent measures of economy, is a matter for serious consideration.

All that I can do is to submit my views on the assumption that the need for the continuance of these special restrictions will soon cease and that in the meantime examination of the full implications of the proposals will have been completed.

190. The guiding principle with regard to proposals for decentralisation is that matters of policy and general administration as well as all those involving expenditure beyond budget limits must, of course, come up to Government and be decided by them. With regard to matters of detail affecting internal Administration, for which he is primarily responsible, the Head of the Department may have a free hand so long as no extra cost to the State or commitment is involved.

191. In amplification of this view, I take the liberty of extracting the following passages from the reports of two Provincial Retrench Committees (Bombay and Bengal) in 1923.

The Bombay Committee wrote on page 16 :—

"One point which is perfectly clear to us is that a certain amount of duplication does exist at the present moment between the Secretariat and the Heads of Departments outside the Secretariat. One reason for this duplication is the excessive centralisation of powers. It is, we believe, admitted that by no means all the work which enters the Secretariat needs or obtains the orders of Government itself. It is well-known that in regard to many classes of work the Secretary and the Deputy Secretary have certain powers of disposal on behalf of Government and so far as this is the case, we consider that there is no justification for the centralisation of such work. The Heads of Departments could, in our opinion, equally well exercise these powers themselves. We have consulted both the Heads of Departments and the Secretaries on this point and we find that practically all officers are agreed that a considerable number of the matters which now go to Government could efficiently be dealt with by the Heads of Departments if they had the power of issuing orders on behalf of Government. In the aggregate, the lists of such subjects submitted to us amount to a very considerable volume of work in regard to which we can only consider that the expense of the Secretariat is wasted. We are taking steps to place at the disposal of Government the suggestions for decentralisation which we have received, and without prejudice to our recommendations, we strongly recommend that all such suggestions may receive immediate attention."

192. The views of the Bengal Retrenchment Committee regarding elimination of unnecessary work were expressed in the following terms (para 456) :—

"The first step should be to reduce the volume of work by the elimination of all that is unnecessary. We would like to see every item of work, every rule, every register, and every return examined in a critical, if not in a carping spirit. Many, we believe, are out of date, many wholly unnecessary and many dispensable without any real loss of efficiency. If all that is superfluous in work could be swept away, there would be more and better work done at a smaller cost. As regards returns and reports, a considerable number of which are now disposed of in a perfunctory manner, without adding to the convenience or efficiency of administration, Government at the head must take the lead, and decide what information is required from its officers and in what form. Returns and reports are necessary in moderation to enable proper control to be exercised, and to keep Government informed of the essential features of the administration and the condition and progress of the Province. The information which Government requires will determine to a large extent the volume and nature of the district records."

193. Coming nearer home, the Mysore Retrenchment Committee stated on page 42 of the report :

"As regards the Secretaries generally, we think that the volume of work may be reduced materially by relieving them of all such routine and relatively less important items as can be left to experienced and capable Assistant or Under Secretaries, also by an increased delegation to Heads of Departments."

194. I have had the benefit of the views and suggestions of the Heads of Departments on this subject. After examining generally the work that is now carried on in the Secretariat, I am of the opinion that substantial portion of the routine work of the Secretaries could be saved by delegating to Heads of Departments certain powers that are now vested with Government. The policy of the Government has been to decentralise with the passage of time and the development of the departmental organisation to cope with the extended activities.

195. The decentralisation that I would propose to reduce work, falls under the following broad heads :—

- (1) Enhancement of powers under the Mysore Service Regulations in the matter of appointment, grant of leave, retirement, etc.
- (2) Additional powers under the Account Code in the matter of incurring expenditure in routine matters.
- (3) Greater freedom in internal administration with a view to facilitate business and reduce correspondence.
- (4) Abolition or reduction of unnecessary returns, etc.

Delegation of powers under the Mysore Service Regulations.

196. It was in 1922 (*vide* Government Order No. Fl. 1181-230—G. F. 11-22-1, dated 30th August 1922) that a general enhancement of powers to the Heads of Departments was sanctioned for minimising correspondence and hastening the despatch of public business. Though further delegations have been made to some or all of them in subsequent years, they have been limited in scope. I would suggest that a general review of the powers of the major Heads of Departments may be made so as to permit them to exercise enhanced powers in some or all of the following matters :—

197. *Re Powers of Appointment.*—Article 52-A, Mysore Service Regulations, requires that all appointments and promotions whether they are permanent, temporary or officiating to posts carrying salaries fixed at or above or progressing to or above Rs. 100 should be reported to Government. As regards permanent appointments, enhanced powers have been sanctioned in favour of a few particular Heads of Departments. The High Court is empowered to appoint all ministerial officers with the exception of the Registrar and the Deputy Registrar. The Revenue Commissioner is competent to appoint District Sheristedars, Head Clerks and all the ministerial officers of his office, and the Director of Public Instruction is authorised to make all appointments, the maximum salary of which does not exceed Rs. 125.

Regarding acting appointments, permission is given to the University to make acting arrangements among non-gazetted officers of the ministerial establishment, while the Director of Public Instruction is empowered to make temporary or acting arrangement to fill up vacancy due to the grant of leave to non-gazetted officer, provided that the period for which such arrangements are made in respect of officers on Rs. 125 and above does not exceed six months. I would suggest that the limit of Rs. 100 specified in Article 52-A may be raised to Rs. 150, and that all Heads of Departments specified in Appendix 'R' may also be empowered to temporarily fill up leave vacancies, for a period not exceeding six months of non-gazetted officers whose appointments would otherwise require the sanction of Government, the arrangements made being reported to Government in monthly statements.

It will also considerably minimise work all round if in certain big departments like the University, Education, Judicial, Public Works and the Accounts where the need exists for entertainment of temporary staff for short periods, the Heads of Departments concerned be empowered to create new appointments on pay not exceeding Rs. 50 for periods not exceeding a year subject to provision being made therefor and the grants placed at their disposal not being exceeded.

The Inspector-General of Registration whose powers of appointment are limited to Sub-Registrars of second grade may be empowered to make appointments in the first grade also.

198. I would also suggest that the powers of extension and retirement be made co-extensive with those of appointment.

General instructions may, however, be issued in regard to the exercise of the powers of granting extensions so that the policy laid down by Government may be adhered to by all officers. One of the principles to be laid down may be that promotions, whether permanent or temporary, may not ordinarily be given to officers under extension since the grant of extension may itself be considered a concession in these days of unemployment of a large body of educated men.

This suggestion follows the ruling in Bombay Civil Service Rules Manual, para 165, which reads as follows:—

"Without the previous sanction of Government, no promotion, whether acting or substantive, in a permanent or temporary establishment should be given to a Government servant who is under extension. This order does not debar such a Government servant from earning an increment, if the pay of the appointment held by him is on a time scale, and does not apply to a Government servant the pay of whose appointment is enhanced, e.g., as part of a scheme."

199. Under the existing rules, the Major Heads of Departments are permitted to sanction journeys to non-gazetted officers outside the State but such cases are generally coming up to Government with recommendations for special allowances in accordance with precedents already sanctioned. It would be desirable to frame general rules for the guidance of all officers and the Audit Office, with a view to such journeys being regulated by the Heads of Departments within reasonable limits without further reference to Government.

200. Applications for condoning interruptions and deficiency in service under Articles 288 and 289, Mysore Service Regulations, are numerous. The Comptroller is empowered to sanction pension to non-gazetted officers on the recommendation of Heads of Departments. It would generally be conducive to expeditious disposal of pension cases, if some decentralisation of powers is sanctioned somewhat on the lines in force in British India. There, the Heads of Departments competent to sanction pensions may condone deficiency in service not exceeding three months.

I would suggest that the Heads of Departments specified in Appendix 'R' may be authorised to condone interruptions in service not exceeding one year under Article 288 and deficiency in service not exceeding three months under Article 289, in consultation with the Comptroller in clear cases where no violation of standing rules or orders is involved.

201. Grant of the following powers under the Mysore Service Regulations may also be considered:—

The limit of Rs. 50 mentioned in Article 51 (C) up to which Heads of Departments may permit their non-gazetted subordinates to accept honorarium may be raised to Rs. 200.

Provisional appointments may be authorised to be made by appointing authorities within the rules of Article 60, Mysore Service Regulations.

As provided in Note 2 to Article 90-A, Mysore Service Regulations, Heads of Departments specified in Mysore Service Regulations may be empowered to decide that the time spent in training will count as service qualifying for increments of pay.

When an officer placed in charge of the current duties of an officer to which fixed travelling allowance, local or duty allowance, is attached, he is not entitled to claim it, except under the special orders of Government. This power may be delegated to Heads of Departments, when they are competent to make in-charge arrangements.

There appears to be no objection to Heads of Departments being authorised under Article 364, Mysore Service Regulations, to sanction the re-entertainment of persons who have retired from non-gazetted service in *bona fide* temporary employment lasting for not more than a year without loss of pension.

Delegation under Account Rules.

202. Under the existing orders [*vide* Article 11, (b)] Heads of Departments are authorised to sanction the investigation of claims of all officers appointed by them. This rule may be extended to cover the cases of all non-gazetted officers.

Belated claims should, of course, be discouraged and as the Audit registers will be destroyed after six years, the genuineness of very old claims will have to be proved by independent evidence. In exceptional cases, when claims of more than five years have to be passed, sanction of Government may continue to be applied for. Arrear of claims of Gazetted Officers are not many and no change in the treatment of such cases is called for.

203. As regards arrear claims of travelling allowance, there is a rule recently passed on the suggestion of the Comptroller, that claims accruing before March and not preferred before the end of the year should be subject to sanction of Government. This has led to unnecessary correspondence. Unless the continuance of this rule is required as an emergency measure, I would suggest that its operation be limited to the case of Gazetted Officers only. Heads of Departments may be empowered to sanction the investigation of claims of the non-gazetted establishment subordinate to them, if the expenditure could be met within the sanctioned grants of the year.

204. In regard to incurring contingent expenditure, the effective control should be over the budget grants and subject to such limitations, the Heads of Departments may be given some enhanced powers to minimise correspondence. The following proposals may be considered:—

(1) Power of purchasing articles of furniture, etc., up to a price limit of Rs. 100 for each item may be granted subject to Stores Purchase Rules and within the budget grant. At present, disbursing officers are authorised to purchase articles of value not exceeding Rs. 25 (page 95, M. C. A. C., Vol. 1, App. and Forms) some officers like the Director of Agriculture and the Chief Commandant being permitted to purchase up to a limit of Rs. 100. The general extension of the higher power is suggested.

(2) The limit for the purchase of stationery articles locally is fixed at Rs. 20. There appears to be no objection to extend it up to a limit of Rs. 50.

(3) General sanction may be accorded to Heads of Departments to incur contingent charges of a recurring nature up to Rs. 20 per mensem for each item and for not more than a period of two years. (Under Art. III, Note 2, the present limit is Rs. 10.)

In respect of rent charges, however, the limit may be raised to Rs. 100 per mensem on the strength of a certificate by the Executive Engineer of the Division to the effect that no Government building is available and that the rent fixed is reasonable.

(4) Permission to subscribe for periodicals and journals to the extent of Rs. 200 per annum within budget limit may be granted.

205. The powers of reappropriation granted to Heads of Departments (*vide* Art. 284, M. A. C., Vol. I) are confined to grants for contingencies only.

Certain Major Heads of Departments are empowered to sanction reappropriation of grants in the departmental Budgets under Contingencies (including special charges) and travelling allowances between detailed heads within a minor head up to a limit of Rs. 2,000 (which shall be the maximum amount that can be transferred in the financial year).

A large number of references is coming up to Government for reappropriation of a more or less formal nature and the according of sanction to them increases work all round. If it is considered that extension of the powers of reappropriation will not slacken financial control and that greater reliance on the sense of responsibility of the various units of the Administration will not defeat the object in view, the powers of Heads of Departments may be suitably enhanced.

206. Heads of Departments may be empowered to write off losses or irrecoverable loans or unserviceable and unsaleable stores articles up to Rs. 200 subject to a quarterly or half-yearly statement of lead such items being submitted to Government for information, if considered necessary.

207. The power of transferring Gazetted Officers now vests with Government. In respect of proposals received from certain departments like those relating to Munsiffs from the High Court, the approval of Government is more or less formal. The necessary delegation may be made. Similarly, the transfer of an Assistant Comptroller from Bangalore to Mysore or *vice versa* is a matter which may rest with the Comptroller.

Special powers in respect of certain Heads of Departments.

208. Besides the general powers of delegation above referred to, which are applicable to all departments, there are cases where work could be reduced by decentralisation in particular departments. It is not possible for me to go into this subject in any detail and I content myself to note a few cases as illustrative of my view.

Taking for example the Department of Public Instruction, the Director has to obtain the sanction of Government in such matters as the transfer wholly or in part of the provision of rent from one school to another, or the temporary transfer of a teacher's post from one school to another.

A number of references on matters of more or less of a routine nature are being received from the Excise Commissioner regarding the appointment of members to Excise Licensing Boards, from the Muzrai Commissioner regarding appointments of Dharmadarsis to Major Institutions, for which he is authorised to sanction scales of expenditure, reports of thefts of properties of small value, etc.

209. The impression that I have formed from an examination of the work in the L. S. G. Branch is that there is considerable scope for reduction of work here by decentralisation. I understand that the references dealt with in this Branch are mostly received in accordance with statutory provisions and that legislation would probably be necessary to make substantial changes in the present scheme of work. It is not possible for me within the limited time at my disposal to make a detailed study of

the subject and formulate proposals for changing methods of work or economising labour. Possibly, the enactment of the new municipal bills, now before the Legislature may lead to decentralisation and reduction of work in the Secretariat.

I note also that Government have in their Order No. L. 5556-64, dated 11th February 1932, given powers to the Deputy Commissioners of Districts to sanction, within the limits prescribed, certain expenditure relating to Town and Minor Municipal Councils. But I venture to think that within the limits of the law now in force, it would be desirable to relieve the Secretariat of much routine matter, which it is now expected to handle.

For instance, the Municipal Account Manual contains rules requiring reference to Government in several matters more or less of routine character, the modification of which might well be taken up with advantage.

In regard to Audit objections that are coming up to Government, it is for consideration if the Deputy Commissioners cannot be given enhanced powers of sanctioning, subject to certain limits, expenditure objected to in audit on obtaining satisfactory explanation from the Municipal Councils concerned.

The question of delegating the power of sanctioning some items of expenditure to District Boards or Deputy Commissioners, as in the case of Municipal Councils, under the Government Order of 11th February 1932, may be considered, as by this means some references for sanction of small items of expenditure, etc., now coming up to Government may be dispensed with. This may perhaps be done under the general rule making power in Section 100 of the Regulation.

Under the Village Panchayet Amendment Regulation, VII of 1931, the Revenue Commissioner has been appointed as the chief controlling authority in respect of all matters relating to the administration of Panchayets, and Government have reserved power to delegate to the Revenue Commissioner any of their powers under the Regulation except those under Sections, 37 and 45.

I understand that the question of delegating the powers of Government to the Revenue Commissioner under the said enabling provision has been taken up for consideration. If early orders issue, there will be some relief to the Secretariat.

By far largest number of references dealt with in the branch relate to acquisition of lands required for Municipalities and Village Panchayets. These references are dealt with in the two stages of preliminary notification and final declaration as required by the Statute.

It would save correspondence appreciably if it were possible to delegate to Deputy Commissioners or other higher authorities the power of making preliminary notification of proposed acquisition; Government retaining only the power of making final declarations. This, however, involves amendment of the Land Acquisition Regulation and I content myself in raising the point for the consideration of Government.

210. The following specified proposals may be examined :—

Enhancement of Powers to Muzrai Commissioners.

(1) The limit of sanctioning estimates for construction and repairs of Muzrai Institutions may be raised from Rs. 2,500 to Rs. 4,000 as in the case of Superintending Engineers.

(2) He may be empowered to appoint Dharmadarsis for all Muzrai Institutions excepting Scheduled Institutions.

(3) He may sanction allotment of funds from the State and General Muzrai Fund grant for repairs, etc., of institutions to the extent of Rs. 500.

(4) He may deal with reports of thefts in all major and minor institutions when the value of property lost does not exceed Rs. 200, reports of thefts in scheduled institutions irrespective of value being submitted to Government.

(5) He may sanction transfer of Inam and Cash grants of defunct institutions to other deserving institutions strictly in accordance with the rules, when the annual income of the defunct institution does not exceed Rs. 100 provided that the total income of the benefited institution with the added income does not exceed Rs. 100.

(6) He may transfer the control of Village Muzrai Institutions to Village Panchayets.

(7) He may sanction reappropriation of Departmental grants (both major and minor heads) up to a limit of Rs. 500.

(8) He may accord sanction to the proposal of Deputy Commissioners for construction of new places of worship when there is no objection from any quarter.

(9) Heads of Departments like the Inspector-General of Police and the Excise Commissioner may be empowered to incur expenditure up to Rs. 250 in respect of rewards and secret service charges.

(10) The Excise Commissioner may be permitted to notify members to the Excise Licensing Boards at all places except at Bangalore and Mysore Cities and the Kolar Gold Field.

211. I am of opinion that there is scope for reduction of work by the elimination of unnecessary returns. Some suggestions are offered in this connection.

I. The following returns may be discontinued :—

(1) Yearly statements of appointments of overaged persons as appointments are made in consultation with Central Recruitment Board.

- (2) Monthly list of references pending with Government.
 - (3) Monthly accounts of liquor and ganja transported and the expenditure incurred in several depots (Excise Commissioner).
 - (4) Statement showing the progress made in the payment of Excise Revenue to the Inamdars (Excise Commissioner).
 - (5) Statement showing the details of appeal work done since the appeal work will be reviewed monthly by Government in the progress report and annually in the administration report. (Income-tax Commissioner).
 - (6) Report to Government in case of fire accidents (Inspector-General of Police).
- It will do if the Deputy Commissioners continue to submit such reports.

II. The following monthly return may be made quarterly :—

- (1) Review on the progress report of assessment and collection of incom-tax and super-tax in the State. (Commissioner of Income-tax).

III. The following monthly return may be made half-yearly :—

- (1) Progress made in the disposal of Darkhasths received from members of depressed classes (Revenue Commissioner).

IV. The following quarterly returns may be made half-yearly :—

- (1) Statement showing the decrees obtained in favour of Government and the amounts due thereunder.
- (2) Progress made in the destruction and sorting of records in the Revenue Offices (Revenue Commissioner).
- (3) Progress made in the disposal of applications for permission to construct anes and investigation into the origin of existing ones, etc. (Revenue Commissioner).
- (4) Statement of progress made in the execution of decrees of Co-operative Societies (Revenue Commissioner).
- (5) Progress statement of Irrigation Works (Revenue Commissioner).
- (6) Report of date groves surrendered to Revenue Department (Revenue Commissioner).
- (7) Statement of Darkhasths (Revenue Commissioner).
- (8) Review of progress made in land acquisition work.
- (9) Review of private chatrams endowed within Inam lands (Muzrai Commissioner).
- (10) Statement of cattles sold (Director of Agriculture).

V. The following quarterly returns may be made annual :—

- (1) Review on the progress made in the collection of Institution fees due to Government in pauper suits (Commissioner of Stamps).
- (2) List of publications of the Oriental Library (University).

VI. The following half-yearly statement may be made annual :—

- (1) Statement of dismissals of Government servants.
- (2) Reports relating to typewriters.
- (3) Statement relating to loan scholarships and advances.
- (4) Statement of grant of lands to primary schools in rural areas for school gardens (Revenue Commissioner).
- (5) Report of the working of the Excise Licensing Boards (Excise Commissioner).
- (6) Statement of Mineral licences and leases (Geological Department).
- (7) Consolidated cattle mortality statement (Director of Agriculture).
- (8) Demand, Collection and Balance Statement of woollens (Chief Commandant).

Modifications in Manual of Recruitment Rules.

212. It may not be considered out of place if I venture to make a suggestion for reducing work in the office of the Central Recruitment Board.

Under rule 9, appointments are divided into four classes. It is well worth considering if the classification may not be revised so as to have only three classes with the minimum qualification for the last class being fixed as S. S. L. C. or Upper Secondary. Rules 9 and 10 may then be modified as under :—

	Qualification.
1st class appointments on a pay of Rs. 40 and above	B. A.,
2nd class appointments on a pay of Rs. 25 and above but less than Rs. 40.	Intermediate or 1st year B. A.,
3rd class appointments on a pay less than Rs. 25	S. S. L. C. or Upper Secondary.

Rule 13 (d). The power to appoint candidates with higher qualifications in a lower class on a higher rate of pay may be delegated to the appointing authorities. Such cases need not come up to Government, provided the rules regarding general and special vacancies are followed.

General rules may be prescribed fixing the maximum pay permissible in such cases.

ASSOCIATED OFFICES.

213. In the Public Office buildings, there are the following offices which are working as separate entities but under the general supervision of the Chief Secretary, in varying degrees :—

- (1) Publicity Office.
- (2) Kannada Translator's Office.
- (3) Central Recruitment Board Office.
- (4) Representative Assembly and Legislative Council and Reporting Section.
- (5) Office of the Secretary, Stores Purchase Committee.
- (6) Exhibition Office.
- (7) Local Service Examination Office.

214. I have gone into the history of these offices. The separation has been urged and decided upon mainly on one or other of the following grounds:—

(1) The business transacted in these offices is of a kind distinguishable from the work in the Secretariat, and requires close and independent supervision, which could not be secured if the offices were merged in the Secretariat.

(2) The rules regarding recruitment and promotion applicable to the men in the Secretariat are not quite suited to those working in the Associated Offices and efficiency will be better secured by their being graded separately and treated as distinct from the General and Revenue Secretariat staff.

(3) The cost of some of the offices is not charged wholly or partly to general administration (State Funds).

215. Except in one office, *viz.*, the Stores Purchase Committee, the scales of pay in force in the Associated Offices, practically corresponds to those in force in the General and Revenue Secretariat. When a running time scale of pay is introduced, the fact of employment in any particular office or duty will not affect the position, so long as an official does his work efficiently and earns his increment and the official in the Associated Offices will indeed be benefited by their being brought on the combined cadre. The question of relative rank will be of importance only when promotion to the higher post of Senior Clerks and Superintendents comes up for consideration. There will be no difficulty in reserving vacancies among these posts for those possessing special qualification and requiring to be kept on in the Associated Offices. As a matter of fact, the claims of men working in some of these offices are being considered in connection with filling vacancies in the General and Revenue Secretariat and *vice versa*. An official appointed as Superintendent of Central Recruitment Board is actually doing duty as Superintendent of the Financial Branch. If the Associated Offices could be merged in the Secretariat, they will be saving in scriptory work and contingencies as a number of establishment, contingent and travelling allowance bills will be reduced and possibly one or two minor budget heads may also be done away with.

I venture to make the following suggestions :—

Publicity Office.—Recently, the publication of the Blue Book Journal has been stopped and two hands are withdrawn. There are now only two hands attending to the following items of work:—

- (1) Abstracting of newspaper intelligence.
- (2) Sending out matter for Parts I and II of the *Mysore Gazette*.
- (3) Issue of Press note.
- (4) Publication of official advertisements in and outside the State, and
- (5) General correspondence on various matters referred to the Publicity Officer.

If the typing of abstracts from newspapers could be done in the General Typing Section, one more hand may be reduced and the other hand may be attached to the General Miscellaneous Branch.

216. *Translation Section.*—It was in order to create facility for specialising in Translation work under technical supervision that a separate section was created with a scale of pay different from the Secretariat. The scales of pay are now assimilated to those of the Secretariat. The establishment may be merged in the Secretariat as a distinct branch. The minor budget head No. 7 Kannada Translator may be abolished, the items being included in the General and Revenue Secretariat.

217. *Central Recruitment Board Office.*—

- 1 Superintendent (second grade).
- 2 First Division Clerks.
- 2 Second Division Clerks.
- 1 Junior Steno-typist; and
- 2 Temporary Second Division Clerks.

The grades of pay in this Office correspond exactly to those in the Secretariat. There appears to be no good reason for continuing it as a separate office. The Chief Secretary is agreeable to its being merged in the Secretariat and I recommend that the proposal may be given effect to. It will work as a distinct branch in the Secretariat. The Superintendent of this Branch can, in my opinion, take up additional work and I propose that the supervision of the Muzrai Branch be entrusted to him in addition. *Vide Para-222 infra.*

Representative Assembly and Legislative Council and Reporting Section.

	Rs.
Chief Reporter	(300—450)
Four Reporters	(60—6—150)
Superintendent	(150—10—200)
Clerks	2 (40—5—90—6—150)
	1 (40—5—100—6—130)

218. The Retrenchment Committee recommended that the appointment of the Chief Reporter may be abolished. I believe this suggestion is feasible and will be given effect to after the retirement of the present incumbent of the office. The Reporters (4) are not fully engaged on the Representative Assembly and Legislative Council work alone throughout the year. They are being entrusted with suitable work in the Secretariat. I think it would be desirable to include the whole staff in the General and Revenue Secretariat establishment, it being understood that the merging will not affect the recruitment for the appointment of Reporters for which special qualifications are required. The present Representative Assembly and Legislative Council Section consisting of two hands may be developed into a branch with added establishment.

Stores Purchase Committee Office.

Strength:—10—Manager and Clerks on fixed pay.

219. The Stores Purchase Committee was constituted in November 1923 under the Government Order No. G. 61-120—G. M. 121-29-21, dated 22nd October 1923, as a central agency for the purchase of stores and other requirements of Government Departments. It had been continued from time to time on a temporary footing and the term last sanctioned expired in June 1932. Experience having confirmed the desirability of maintaining the system of centralised purchasing for Government Departments, the organisation has been made permanent.

Recently, in the Government Order of 21st June 1932, the establishment of the Stores Purchase Committee has been revised and all the men entertained on the fixed pay basis. There may be some practical difficulty in combining the staff with that of the General and Revenue Secretariat and I do not wish to propose any change.

Exhibition Office.

Strength:—2 Clerks—First Division 1.
Second Division 1.

220. So far as Exhibition Office staff is concerned, it has already been decided that it should form part of the Development Branch. This decision may be given effect to.

Local Examination Office.

221. 3 Clerks—1 (40—5—90).
2 " 2 (30—3—60).

These grades overlap. I have proposed a running time scale for the clerical service in the Secretariat. It would be possible to combine this staff in the Protection Branch. The organisation may, however, continue as a separate section in that branch and confidential work may be attended as heretofore.

Other suggestions regarding a few Branches.

222. *Muzrai Branch.*—The average number of references received and disposed of monthly in the Muzrai Branch is about 130. The branch consists of a Superintendent and four Clerks, two of whom are case workers.

I believe that the routine work in this branch may be substantially reduced by decentralisation and also by the formation of a general issue branch proposed elsewhere. Under the rules issued under the Muzrai Regulation of 1927 and several orders passed since, powers that previously vested in Government have been decentralised. But there is still scope for further transfer of items of work of more or less routine nature to the Muzrai Commissioner.

If the suggestions commend themselves to Government, there is no need to have a separate Superintendent. I have proposed (*vide* Para 217 *supra*) that the Superintendent of the Central Recruitment Board may look after the work of this branch in addition to his work. If this proposal does not meet with approval, the Muzrai and the Financial Branches may be supervised by a single Superintendent, the integrity of the two branches being however maintained.

During the budget season, some special help will be necessary and that may be easily arranged for without much extra cost.

223. *Financial Branch.*—A word appears necessary about the tentative arrangement in this branch. The services of an Accountant from the Comptroller's office were obtained in 1926 to attend to cases pertaining to Service Regulations and Account Codes. This arrangement has worked well and has, I think, to be continued. The abolition of the post of the Under Secretary, Finance (temporarily as an emergent measure of economy) has thrown additional responsibility on the branch and the help of an assistant trained in the Accounts Department is quite necessary at any rate till conditions permit of the revival of the office of Under or Assistant Secretary, Finance.

224. Regarding reference to Financial Secretariat for opinion, there seems to be need for the issue of clear instructions for the guidance of the office staff. Apart from the question of economy orders increasing work all round and necessitating consultation with the Financial Secretariat in an increasing degree, I have reason to believe that there will be some saving of labour if the Administrative departments strictly follow the standing orders in all cases in which financial opinion should be obtained before orders issue.

The work in the Financial Secretariat will be minimised if care is taken not to refer to it cases in which the proposals made by the Head of the Department for increase of expenditure or for departure from financial rules are not *prima facie* acceptable to the Administrative Department.

I venture to quote Mr. Datta's remarks on the functions of the Financial Secretary.

"I understand that at present, an Under Secretary or an Assistant Secretary has authority to refer cases to the Financial Secretariat for opinion. The result is, that the number of such references to the Financial Secretariat is very large and cases, before being considered by the Member in charge or even the Secretary of the responsible administrative department, are referred to the Financial Secretariat for criticism from a financial point of view. It does not unfrequently happen that the Member in charge does not accept the proposal from an administrative point of view and all the labour bestowed on the case by the Financial Secretariat comes to nothing. It should, therefore, be an absolute rule that every case, before being unofficially referred to the Financial Secretariat, should be considered fully in the administrative department and should be referred to the Finance Department only after the Member in charge has expressed his views on the case. There is no objection, of course, to Secretaries or Under Secretaries in other departments sending files to the Financial Secretariat for obtaining information. But no case should be sent to the Finance Department for opinion on financial questions, without the orders of the Member in charge of the Administrative Department concerned."

The present rule defining the procedure for reference to Financial Department as contained in the Government Order of 1918 is all right and should, it is submitted, be strictly followed by all administrative departments. The administrative aspect of a case has to be fully considered in the first instance and it is only when a proposal accepted by the administrative department come within the purview of the rules for financial consultation that the case should be referred for financial opinion, under the orders of the member in charge or Secretaries concerned.

225. Another direction in which staff reduction has been suggested elsewhere is by the adoption of the policy of the Heads of Departments submitting papers to the Members direct without reference to the Secretariat. The General Purposes Sub-Committee of the Retrenchment Advisory Committee of the Government of India has observed as follows:—(Vide page 10 of Part II—December 1931).

"The above arrangements (*i.e.*, reduction in the number of officers) will be found entirely feasible, if the practice which now exists to a very limited extent, for heads of certain subsidiary departments and offices to submit cases direct to the Honourable Member in charge, be largely extended. We do not believe that this would result in decisions of Government being based on a narrower point of view and we are clearly of the opinion that no mere Secretariat etiquette or technicalities should be allowed to stand in the way of considerably modifying the procedure in the direction we have indicated."

I am not sure if the adoption of the suggestion is possible or desirable. As a matter of fact there is close contact between the Members of Government and the Heads of Departments who discuss the Members of Government and the Heads of Departments, who discuss with the former and ascertain the views of Government in personal interviews or through demi-official correspondence. And in such cases, the passage of correspondence relating to such matters through the official channel is not expected to take much time or labour.

226. I have one important suggestion to make in this connection.

The existing arrangement under which certain Technical Heads of Departments are also Secretaries to Government does not appear to me to ensure adequate financial control. There is no doubt that it will conduce to avoidance of duplication of work, but if I may hazard an opinion, it is at the expense of public interest to some extent.

We have followed the arrangement which obtains elsewhere but the system is not an unmixed blessing. Doubts have been expressed whether the Treasury control is effective in Britain under similar circumstances. Mr. Douglas Jerrold of the English Review (*vide Hindu*, August 18, 1932) argues that if the control over the spending services should be efficient "those officials whose task it is to control public expenditure must be (a) entitled and (b) enabled to apply the same degree of expert criticism to the activities of these miscellaneous experts as they do at present to the 'Lay' administration and to the machinery for financial control and accounting throughout the public service."

I venture to suggest that as a tentative measure an Engineering Officer may be appointed as Development Secretary, that the latter be relieved of the charge of Revenue Departments and entrusted instead with Public Works, Krishnarajasagara and Railway Secretariat work. The staff required for this work may be drafted from those Secretariats to form a technical branch in the General and Revenue Secretariat. The arrangement suggested by me is not altogether novel. The appointment of a wholetime Secretary was in force some time ago. My proposal will not involve any extra cost but on the other hand would result in considerable savings if it is considered possible to combine the

duties of the Chief Engineer, Public Works Department and Chief Engineer, Krishnarajasagara, in view of the large reductions made in the capital grants and the slowing down of the progress of the latter works.

There is, in Madras, a wholtime Secretary interposed between Government and the Head of the Department. The separation of the functions of the Chief Engineer and the Secretary to Government came into force from May 1925 and is stated to be successfully working. The Mysore Retranchment Committee threw out a suggestion for reducing the number of Secretaries and if the proposed measure is likely to lead to economy of cost, ensuring at the same time better Treasury control, there is no reason why it should not be given a trial.

Concluding Remarks.

227. If the proposals made in this part are accepted, it may be possible to retrain the post of one officer of the Deputy Commissioner's grade doing duty as Development Secretary, one Superintendent (of the Muzrai Branch) and six clerks.

The first item involves a large question of policy and does not directly arise in the organisation of the General and Revenue Secretariat. This measure of economy will depend on the feasibility of combining the functions of the Chief Engineers, Public Works Department and Krishnarajasagara about which I am not competent to offer any opinion. Assuming that it is possible and that the Secretariat work of the Public Works, Krishnarajasagara, Electrical and Railway Secretariats could be combined in one organisation, I have thrown a hint that the feasibility of appointing an Engineering Officer as Secretary in charge of the Development Departments (including the four Secretariats mentioned above) may be examined.

228. Regarding the second item, viz., abolition of the post of the Superintendent, Muzrai Branch, the saving will materialise only if a Superintendent for the new Issue Branch proposed to be created is provided for otherwise. I have assumed that the present Assistant Secretary, Economic Conference, Mr. Kantam, who is in charge of General Records and Library, will be available for the new charge, but if this is not possible, the cadre of the Superintendent will remain *status quo ante*.

229. As regards the retranchment of six clerks, I have calculated that three hands will become released by the concentration of all despatchers in one Branch and an equal number as the result of the adoption of the decentralisation proposals.

230. The suggestion to combine the First and Second Division clerks, into one grade on a running time-scale of pay of Rs. 30-40-2-10-3-90-6-150 is another measure of economy, and this is independent of the acceptance or rejection of other proposal made in the report.

231. *Conclusion.*—The necessity for economising cost is imperative. Within the time allotted to me, I have collected some materials and formulated a few ideas for the consideration of Government. In the performance of this task, I am indebted to the Heads of Departments for having kindly responded to my request for information. The Chief Secretary and the Comptroller have very greatly helped me in getting through my work. I am thankful to them both as well as all officers and officials of the two offices who obliged me by promptly placing at my disposal necessary records and particulars on points referred to them.

I think I should not omit to place on record my appreciation of the services rendered by my assistants without whose ungrudging co-operation my work could not have been completed in time.

Administration of the Bangalore City Municipality.

READ—

Letter No. G. To. 264, dated the 7th February 1934, from the Municipal Commissioner, Bangalore City, forwarding the report on the working of the Municipality for the year 1932-33.

ORDER No. E. 6846-51—ML. 198-33-2, DATED BANGALORE,
THE 15TH MARCH 1934.

Recorded.

The delay in the submission of the report is not satisfactory and should be avoided.

2. *Constitution.*—The election of Mr. B. K. Garudachar as non-official President of the Municipal Council was approved by Government in July 1932. The Council held 31 meetings, of which 12 were ordinary, 9 adjourned and 10 special, as against 64 meetings in the previous year, of which 12 were ordinary, 22 adjourned and 30 special.

3. *Finance.*—The income and expenditure during the year under report were Rs. 13,58,090 and Rs. 15,94,392 as against Rs. 13,77,643 and Rs. 12,55,371 respectively in 1931-32. The increase in the expenditure during the year is reported to